

# Montana Newsletter

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September - October, 1979

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montana  
community  
from news  
the department  
of community  
affairs

Volume 1  
Number 10

DCA  
Capitol Station  
Helena, MT 59601

Bulk Rate  
U.S. Postage  
**PAID**  
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# Business Assistance Agencies Meet To Foster Closer Coordination

The staffs of the Small Business Administration (SBA), Farmers Home Administration (FmHA), Economic Development Administration (EDA), and the Governor's Office of Commerce and Small Business Development met in Helena on September 6 to review with each other their loan and grant programs for private industrial and commercial enterprises. The meeting was designed to provide an update on program requirements for all staff working with loan applicants. As a result each agency hopes to improve its referral function when it cannot participate directly in a project. SBA, FmHA, and EDA handle the majority of assisted loans in Montana and offer unique but complementary programs. The SBA loan limit is \$350,000, while EDA usually provides a minimum of \$500,000 and can make loans up to \$10 million. Farmers Home has no minimum or maximum other than its Congressional allocation but most often supports projects beyond SBA capabilities which cannot meet the more stringent prerequisites of EDA. In addition to the difference in the

market each attracts, unique equity and term requirements, interest rates, and limitations on types of projects were discussed by the participating agencies.

The Governor's Office of Commerce and Small Business Development reviewed its assistance function as the state agency charged with fostering business development as well as administering a small venture capital fund. Bruce Rampelburg from First Bank - Western Montana in Missoula offered the bankers' viewpoint, and his refreshing candor and support for government lenders did a great deal of good for public/private cooperation and goodwill.

The session was so well received that a field team is being established so that information on the full range of business assistance programs can be presented to local Chambers of Commerce and other interested community groups. If you are interested in such a program please contact Ann Mulroney, Community Development Division of DCA - 449-3757.

## "Small Cities" Pre-Application Guidance Issued

At the August 21, 1979, Fiscal Year 1980 "Small Cities" Program Workshop in Billings, representatives of more than forty units of general local government from throughout the state heard representatives of the U.S. Department of Housing and Urban Development (HUD) and the Montana Department of Community Affairs (DCA) discuss pre-application submission requirements.

Over \$5 million will be available this fiscal year to Montana communities on a competitive basis for projects designed to meet a variety of community needs—housing rehabilitation, site acquisition and development, public facility improvements, economic development activities, and others. Pre-application ranking factors are heavily weighted in favor of projects of significant benefit to persons of low-to-moderate income (a gross family income of \$11,967 or less in 1978).

New materials distributed this year were a Review Process Statement and Single Purpose and Comprehensive Program Preapplication Guides. The Guides are suggested formats for presentation of the preapplications, and they provide detailed instructions for calculating and analyzing amounts of funds to be used to benefit low-to-moderate income persons. The Review Process Statement contains general program information and discusses various types of grants, funds available, preapplication requirements, the ranking process, and final selection and invitation of full applications. Requirements for documentation of

identified needs, percent of benefit, and claims of outstanding performance are outlined.

Any community which is considering preparation of a pre-application and does not have these new materials can obtain them from Carol Daly or Ann Mulroney of DCA's Community Development Division, (telephone) 449-3757. Deadline date for submission of pre-applications to HUD is October 15, 1979, and communities must hold at least two public hearings prior to filing.

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## New Coal Board Chairman Named

Mr. William Meisburger was appointed the new chairman of the Montana Coal Board by Governor Thomas Judge. Meisburger, a Forsyth attorney, replaces Jack Cohn, Helena, who resigned from the Board. Meisburger has practiced law in Forsyth for the past fifteen years and has served as Rosebud County Attorney and is presently the Forsyth city attorney. He is one of the original appointees to the Coal Board, having served since January, 1976. The Board selected Eugene Schuld, Circle, to serve as vice-chairman. Schuld is General Manager of the McCone Electric Co-op, a position he has held for the past sixteen years. The next regular meeting of the Montana Coal Board is scheduled for September 27-28 in Billings.



# Training Offered to Local Agencies

Several training programs of interest to federal, state, and local agencies are being offered in Helena during October by the State of Montana's Department of Administration. Generally participants are enrolled on a first-come, first-served basis until the maximum number of enrollees is reached. Out-of-town participants are encouraged to call in their registration to insure a place in the workshop of their choice. Current offerings include:

**Supervisory Development Workshop, Series I** — October 9, 10, and 11, designed for new and/or potential supervisors to increase their proficiency by developing their knowledge, skills and understanding of effective applicable supervisory principles, methods, and techniques. In addition to numerous handout materials the book *Successful Supervisor in Government and Business* by William Van Dersal, will be presented to each participant. Cost: \$45.00. Registration deadline: October 2, 1979.

**Assertiveness in Communication for Supervisors and Managers** — October 15 and 16, designed to acquaint participants with the concepts of assertiveness as applied to management situations and supervisor/employee relationships, and employer/employee relationships. Emphasis is on gaining awareness of effective vs. ineffective methods of communication and on the practical application of this awareness to the participant's personal managerial/supervisory style, focusing on appropriate utilization of assertiveness skills in job-related interactions. Cost: \$35.00. Registration deadline: October 5.

**Assertiveness in Communication** — October 18 and 19, designed to acquaint participants with the concepts of assertiveness and to increase their ability to use assertive communication techniques. Emphasis is on gaining awareness of ineffective vs. effective methods of communication and on the practical application of this awareness to participants' personal communication styles. Cost: \$30.00. Registration deadline: October 11, 1979.

**Automatic Data Processing (ADP) for Managers**—October 17, 18, and 19, designed for supervisors and managers who are responsible for interfacing with people in data processing, but who are unfamiliar with the ADP terminology. The workshop is also intended for supervisors/managers who are contemplating automation of their information systems and for managers who need to know more about the workings of computers and their more effective utilization. Cost: \$80.00. Registration deadline: October 10, 1979.

**Management Decision Making** — October 23, 24, and 25, designed for middle managers and key staff people who seek to improve their decision making skills. Among topics to be covered are: the decision making process, mathematical and behavioral decision making models, situation perception, priority setting, perceived risks, and selection of alternatives. Cost: \$120.00. Deadline for registration: October 2, 1979. A package of pre-session preparation work will be sent to registrants.

**Better Office Skills and Services** — October 24, 25, and 26, is designed for all clerical support staff desiring to review traditional office skills as well as become familiar with a variety of modern office techniques as they relate to the government setting. Course content will focus on: enhancing interpersonal communications; grammar and word usage, letter composition, use of reference materials, and proofreading; records and file management; organization of time, decision making, and problem solving. Cost: \$40.00. Registration deadline: October 17, 1979.

Persons wishing to register for or receive further information about any of the above workshops should contact Dick Whitmore, Training Supervisor, Department of Administration, Employee Relations Bureau, Room 100, Mitchell Building, Helena, Montana 59601 (telephone) 449-3871.

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## Hispanic Heritage Task Force Organized to Implement House Joint Resolution #19

The 46th Montana legislature passed House Joint Resolution 19 requesting that the Department of Community Affairs (DCA) undertake a thorough study of the problems affecting the citizens of Montana who are of Hispanic heritage. John H. Allen, Community Services Division (CSD) administrator, and his staff will be assisted in this study by an advisory board composed of members of established Hispanic American

organizations in the state of Montana. Furthermore, DCA is authorized to seek funding from federal, state, local and private sources. DCA must report its findings to the 46th legislature and make recommendations for draft legislation prior to October 30, 1980.

Current Task Force members are:

Alianza Mexicana - represented by Olympo Gonzales  
Billings Regional Spanish Club - Angie Cormier  
Concilio Mexicana, Billings - Jim Gonzales  
EMC Hispanic Club - Esther Hoffman  
Hispanic Program, Billings Post Office - Jes Slevira  
Latino Club - Rob Federico

(Continued on next page.)

### *Hispanic Task Force, Continued . . .*

Montana Migrant Council - Augie Lopez  
Montana Migrant Education Program - S. Jaime Arrendondo  
Rocky Mountain Council of Latin American Studies - Manuel Machado  
State Migrant and Seasonal Farmworker Advisory Board - Rodney L. Garcia  
Concilio Mexicana, Butte - Daniel Ramirez  
Our Lady of Guadalupe - Father Jolner

Member organizations are still being sought from the Great Falls, Kalispell and Sidney areas.

The first Task Force meeting for HJR 19 was held in Billings on July 31st. This initial meeting drew people from the Missoula, Butte, Helena and Billings areas. This participation of numbers of people from different

locales including representatives of Hispanic organizations, legislators, educators, the Governor's Office, private citizens, and the Department of Community Affairs certainly was the basis of the success of the meeting.

The second Task Force meeting was held Saturday, August 25th at Parmly Billings Library. The Task Force elected Rob Federico as chairperson and requested that DCA/CSD actively seek funds to study the concerns of the Hispanic population.

The Task Force was organized by Ms. Shelley Hopkins, who has been interning with DCA/CSD this summer. Ms. Marianne Vestre will continue to provide staff support to the Task Force.

## Local Development Corporations Work to Stem Rural Economic Decline

Local development corporations (LDC's) have emerged in the past few years as important vehicles for rural community economic self-revitalization efforts. Patrick Landon, Executive Director of the Golden Triangle Area Development Corporation (GTADC), provided MCN with profiles of two of the eight LDC's now active in the Golden Triangle, and in future months we hope to acquaint readers with some of the activities and accomplishments of other LDC's around the state. We would appreciate hearing from any community economic development group which feels it has a success story to share.

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The Valier Area Development Corporation (VADC) was formed in March, 1979, with over 50 initial incorporators, all from Valier. The group was prompted to form by the acute decline in the central business district, the lack of job opportunities for young people, and the deficiency of some community facilities and services.

Chairman Gene Stoltz and several other members cooperated with GTADC to produce a promotional brochure and information base that may be used to attract new businesses. National solicitation has begun for a new pharmacist to replace the one who retired and moved away.

Since the area was medically under-served, a community effort brought about the establishment of a doctor's clinic; now a doctor comes to town two days a week from the Pondera Medical Clinic in Conrad.

VADC Board member Kathy Lauffer and her husband, Butch, were instrumental in founding a cattlemen's association that banded together to establish a livestock inspection facility and shipping point. After initial efforts to fund the project through government programs failed, the group raised the money locally.

VADC Board member Sharon Slezak has spurred local interest in forming an arts council. Local artisans and craftsmen, ranging in age from 19 to 75, have pulled

together and are negotiating for an arts center on the major thoroughfare through Valier, hoping to capitalize on the tourist trade. An artists' and craftsmen's workshop area is planned as well.

VADC requested the Town of Valier and GTADC to pursue an application for a town planner, to devise a redevelopment plan for the town and formulate a financing strategy. The grant, made through the Pondera County Planning Board, was a HUD 701 planning grant awarded by the Department of Community Affairs (DCA). On August 20, Tim Morrison of Wyoming was hired to begin work as Valier town planner.

All this since March, 1979, prompted Gene Stoltz, VADC Chairman, to facetiously remark, "If this keeps up, we'll have to hire a planner to slow us down."

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In 1977 the Big West Refinery in Kevin closed its doors for the last time, laying off 46 employees in a town with a population of 260. Since that time 18 families have left town, and four local service businesses have closed. After these changes in the population structure, now almost 70 percent of the town's citizens are over 55. The young people of the town must go elsewhere to seek work.

The Kevin Economic Development Corporation has attempted to ameliorate the town's losses. Working with GTADC and DCA, the Kevin EDC has been instrumental in forming a senior citizens' council on aging. The development corporation purchased the old Burlington Northern depot to renovate for a community center, senior citizens center, and an office for a visiting doctor from Shelby.

EDC president Marian Irgens is also secretary of the Montana Gasohol Commission. The Kevin EDC, working with GTADC and DCA, is putting together a financing package for an ethanol plant, hoping to use as much of the abandoned refinery as possible.



# First 1977 Economic Census Reports Released

In 1977 Montana's 8,880 retail stores had sales totaling \$2.8 billion. The per capita retail sales for grocery stores in the state were \$776; department stores, \$217; eating places, \$260; furniture stores, \$65; and jewelry stores, \$20.

## Montana - Largest Counties & Cities Ranked by Volume of Retail Sales: 1977

City & County	Rank	Sales (\$1,000)
Retail Trade .....	(X)	2,847,520
<b>COUNTIES</b>		
Yellowstone .....	1	513,875
Cascade .....	2	363,994
Missoula .....	3	319,284
Flathead .....	4	196,332
Gallatin .....	5	177,849
Lewis and Clark .....	6	172,234
Silver Bow .....	7	171,197
Hill .....	8	69,060
Custer .....	9	52,377
Dawson .....	10	47,185

## CITIES

Billings .....	1	424,264
Great Falls .....	2	331,953
Missoula .....	3	297,903
Helena .....	4	164,135
Butte .....	5	150,370
Bozeman .....	6	148,069
Kalispell .....	7	123,516
Havre .....	8	65,046
Miles City .....	9	47,646
Glendive .....	10	46,430

X - Not applicable.

Source: Bureau of the Census. 1977 Census of Retail Trade, Geographic Area Studies, Montana RC77-A-27. June 1979.

The 8,036 Montana establishments in the selected service industries had receipts totaling \$449.0 million. Hotels, motels, trailer parks, and camps had the largest 1977 receipts, accounting for 22.8 percent of the state's total receipts of the selected service industries. Other leading kind-of-business groups in 1977 were automotive repair, services, and garages with 16.0 percent; business services, with 15.2 percent; and legal services with 10.2 percent. Yellowstone County led the counties in the state, accounting for 24.5 percent of total receipts.

These statistics come from the Census of Retail Trade and the Census of Service Industries, two of the Census Bureau's regular economic censuses. The same sources provide data on payroll and employment.

The 1977 printed reports are available for reference in the Resource Center of the Research and Information Systems Division of DCA, and will soon be for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

Every five years, the years ending in "2" and "7", the Census Bureau takes seven censuses of economic

## Montana — Largest Counties and Cities Ranked Volume of Receipts: 1977

County & City	Rank	Receipts (\$1,000)
Selected Service Industries (X)		448,994

## COUNTIES

Yellowstone .....	1	110,104
Cascade .....	2	59,151
Missoula .....	3	53,447
Lewis & Clark .....	4	33,886
Gallatin .....	5	29,489
Flathead .....	6	28,456
Silver Bow .....	7	19,953
Custer .....	8	9,295
Hill .....	9	9,260
Glacier .....	10	8,951

## CITIES

Billings .....	1	88,196
Great Falls .....	2	55,101
Missoula .....	3	50,460
Helena .....	4	32,781
Kalispell .....	5	20,429
Bozeman .....	6	18,703
Butte .....	7	17,346
Havre .....	8	8,903
Miles City .....	9	7,723
Glendive .....	10	7,035

X - Not applicable.

Source: Bureau of the Census. 1977 Census of Service Industries, Geographic Area Series, Montana, SC77-A-27. July 1979.

activity. These include retail and wholesale trade, service, manufacturing, construction and minerals industries, and transportation firms. The information is valuable because it is complete—virtually all firms are covered—and because it is repeated regularly, so that trends can be seen. Since the data are gathered at the same time for every firm, they can be compared accurately. All the data is "summarized" so that individual firms cannot be identified. If there are so few firms in a given activity or geographic area that it would be evident which one provided the data, the Census Bureau does not publish the information.

The economic censuses provide some of the data needed by businesses to analyze sales performance, to allocate funds for advertising, to decide on locations for new plants, etc. Trade and professional associations use the information to study trends in their particular businesses and competing lines. University and college professors use census data in their teaching and research. State and local governments are interested in economic statistics to assess business activities occurring within their jurisdictions. Local planning organizations - public or private - use the data to see whether their community is measuring up to its potential.

# BLM Resource Management Planning Regulations Issued

Final rules for the Bureau of Land Management's (BLM) preparation of land use plans under the Federal Land Policy and Management Act of 1976 were issued in the August 7, 1979, *Federal Register*. Under development for more than two years, the rules were first issued in draft form December 15, 1978, and were available for public comment until April 1, 1979.

The purpose of the rules is to establish in regulations a process for development, approval, maintenance, amendment and revision of resource management plans for public lands administered by the BLM. The stated objective is to improve resource management decisions on public lands through a process of resource management planning that includes participation by the public and federal, state, and local governments. The plans will be prepared by BLM District Managers for their areas of responsibility and will be reviewed and concurred in by the State Director.

The resource management plan establishes in a written document:

(1) land areas for limited, restrictive or exclusive use; designation, including Areas of Critical Environmental Concern (ACEC's); and transfer from BLM administration;

(2) allowable resource uses and related levels of production or use to be maintained;

(3) resource condition goals and objectives to be attained;

(4) program constraints and general management practices;

(5) the need for an area to be covered by more detailed plans;

(6) necessary support actions;

(7) general implementation sequences; and

(8) intervals and standards for monitoring and evaluating the plan.

Approval of a resource management plan is considered a major federal action significantly affecting the quality of the human environment, and the proposed plan and related environmental impact statement will be developed and published as a single document. The principles of multiple use and sustained yield will be adhered to in the planning effort, with priority being given to the identification, designation, protection and special management of ACEC's (defined as areas within the public land where special management attention is required to protect and prevent irreparable damage to important historic, cultural or scenic values, fish and wildlife resources or other natural systems or processes, or to protect life and safety from natural hazards).

Early in each fiscal year the Director of the BLM

will publish a planning schedule to advise the public of the status of each plan in process or to be started during that fiscal year, and projected new planning starts for the three succeeding fiscal years. A public participation plan will be prepared to guide public involvement in all phases of plan preparation or revision. BLM District Managers will maintain lists of individuals and groups known to be interested in or affected by resource management plans in their area, and all individuals and groups on this list will be notified of public participation activities. Other individuals and groups may also ask to be placed on the list. When resource management plans involve areas of potential mining for coal, by means other than underground mining, where the surface is private, the BLM will consult with all surface owners who hold title to the land surface, have their principal place of residence on the land, personally conduct farming or ranching operations on a unit to be affected, or receive directly a significant portion of their income from such farming or ranching.

Prior to preparation of a plan, the District Managers will submit a notice of intent to prepare a plan along with a general schedule of anticipated planning steps to the State A-95 Clearinghouse. Notices will also be mailed to concerned federal agencies, tribal governments, county commission chairpersons, heads of local governmental units having zoning or other land use regulatory jurisdiction in the affected geographical area, and any other agencies which ask to be included on the mailing list.

Factors to be considered in defining a management plan will be (1) the types of resource use and protection authorized by Federal legislation; (2) opportunities to meet goals and objectives defined in national and State Director guidance; (3) resource demand forecasts; (4) estimated sustained levels of the various goods, services and uses that may be attained under existing biological and physical conditions and under differing management practices; (5) specific requirements and constraints to achieve consistency with policies, plans and programs of other federal agencies, state and local governments, and Indian tribes; (6) opportunities to resolve public issues and management concerns; (7) the degree of local dependence on resources from public lands; (8) the extent of coal land which may be further considered; and (9) critical threshold levels (levels of resource use, development, or production established as maximum or minimum constraints). In all cases the inventory data shall be analyzed to determine whether there are areas eligible for further consideration for designation as an ACEC. In order to be considered eligible, an area must meet four criteria—relevance, importance, criticalness, and protectability.

(Continued on next page.)



### ***BLM Planning Regulations, Continued . . .***

Several complete, reasonable management alternatives will be prepared for the resource area, one of which shall be for no action. The other alternatives will provide a range of choices from those favoring resource protection to those favoring resource production. The District Manager will evaluate the alternatives and their effects and develop a preferred alternative based on information and analysis developed during the planning process which will best meet national and State Director guidance. The preferred alternative will be incorporated into the draft plan and environmental impact statement which is then forwarded to the State Director, the U.S. Environmental Protection Agency and the Governor.

Before plan approval is given, there will be public notice and opportunity for public comment. Any person who participated in the planning process and has an interest which is or may be adversely affected by the approval or amendment of a resource management plan may protest such approval or amendment. A protest, however, may raise only those issues which were submitted for the record to the District Manager during the planning process.

In determining who has an interest that is or might be adversely affected, the BLM will reflect the liberal

interpretations handed down by the courts and administrative tribunals in the last few years. Protesting individuals or organizations will only need to show that lands in the planning area or similar lands were used by them and that the resource management plan would deny or alter their use of the lands. There will be no need to show an economic interest that is or might be adversely affected.

Final plan approval and implementation responsibility will rest with BLM District Managers, although the State Director or the national BLM Director will render decisions on protests. After the plan is approved, the District Manager will take appropriate measures to make operations and activities under existing permits, contracts and cooperative agreements conform to the approved plan within a reasonable period of time. The plan itself will be revised at least every 10 years, based on monitoring and evaluation findings, new data, new or revised policy, and changes in circumstance. Revisions will comply with all requirements of the regulations for preparing the original plan.

Persons having any questions on the final BLM planning regulations should contact Edwin Zaidlicz, State Director, Bureau of Land Management, U.S. Department of the Interior, P.O. Box 30157, Billings, Montana 59107.

## ***Aids To Removing Architectural Barriers***

In September, 1973, Congress passed a law that prohibits discrimination on the basis of physical or mental handicap in every federally assisted program or activity in the country. That law is Section 504 of the Rehabilitation Act.

Section 504 states that: "No otherwise qualified handicapped individual in the United States . . . shall, solely by reason of his handicap, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance."

In April, 1977, a final Section 504 regulation was issued for all recipients of funds from the Department of Health, Education, and Welfare (HEW), including elementary and secondary schools, colleges, hospitals, social service agencies, and in some instances, doctors. The regulation provides that programs must be accessible to handicapped persons. It does not require that every building or part of a building must be accessible, but the program as a whole must be accessible. Structural changes to make the program accessible must be made only if alternatives, such as reassignment of classes or home visits, are not possible. In meeting the objective of program accessibility, a recipient must take care not to isolate or concentrate handicapped persons in settings away from non-handicapped program participants. June 2, 1980, is the deadline for structural changes to be made in existing facilities where necessary to achieve program accessibility.

For many communities now working to make their

public facilities more accessible to handicapped or disabled citizens, there are numerous publications available which may be helpful. These include:

*Resource Guide to Literature on Barrier-Free Environments*, with selected annotations (1977), Architectural and Transportation Barriers Compliance Board, Washington, D.C. 20201.

*Guilty Buildings*, The President's Committee on Employment of the Handicapped, Washington, D.C. 20036.

*Current Materials on Barrier-Free Design*, a clearing-house service of the National Easter Seal Society.

*Architectural Barriers*, a selected bibliography of recent materials on barriers in libraries, schools, and institutions. Reference Services, Library of Congress for the Blind and Physically Handicapped, Washington, D.C. 20542.

*Barrier-Free Site Design*, a comprehensive guide, including walks, lighting, recreation and vegetation considerations, and many human, legislative, and cost factors, prepared by the American Society of Landscape Architects Foundation, U.S. Government Printing Office, Washington, D.C. 20402. \$2.30.

*How to Create Interiors for the Disabled*, by Jane Randolph Cary, Pantheon Books, New York, New York, 1978, \$5.95. Designed primarily to assist in the planning or modification of home interiors to accommodate the

***(Continued on next page.)***

### *Aids to Removing Barriers, Continued . . .*

needs of handicapped individuals, the manual provides many suggestions which may be useful in office or other public facility modification as well. Special sections on ramps, doors and doorways, power and light, communications, storage, fixtures and furniture, and room arrangements are included.

Many of the publications of the National Center for a Barrier-Free Environment are relevant, and a complete list can be obtained by writing the Center at 8401 Connecticut Avenue, N.W., Washington, D.C. 20015.

## PSC Studying New Rulemaking

The Montana Public Service Commission (PSC) is progressing in the formulation of new rules for municipal water or sewer utilities seeking rate increases. The PSC hopes that with plenty of cooperation from Montana cities and towns, the rules that are finally adopted will do two things: give the PSC and the Montana Consumer Counsel the information they need to make well-informed and fair decisions and give municipalities an orderly and easy-to-follow format for assembling utility information that will make it easier for the cities and towns to evaluate the finances of their utilities.

The following Table of Contents of the proposed rules will give a general idea of the contents of the rules.

1. Applications for Rate Increases
2. Letter of Transmittal
3. Petition and Proposed Tariffs
4. Resolution
5. Narrative, Comparison of Rates, Number of Customers Affected, and Anticipated Additional Revenue
6. Comparisons of Revenues and Expenses
7. Schedules of Revenues by Class
8. Schedules of Numbers of Customers
9. Water Statistics
10. Attestation
11. Working Papers

Numbers 5, 6, 7, and 8 will require figures for a number of specific accounts for the four previous, the current, and two projected years. The specific accounts will be named in the rules and will be based as closely as possible on DCA accounts. The working text of these proposed rules is available on request.

The PSC is working closely with the Montana League of Cities and Towns on this project, and they are hoping to have a pre-hearing meeting in September to discuss the rulemaking. Please contact the PSC or the League if you are interested in contributing. Any and all ideas are welcome. Contact Jim Dwyer, PSC, Utility Division 1227 11th Ave., Helena, 449-2649 or Dan Mizner, League of Cities and Towns, 1728 9th Ave., Helena, 442-8768.

## Study Looks At Commuter Aircraft Pressurization

The Civil Aeronautics Board recently released a study entitled "Aircraft Pressurization and Commuter Airline Operations" which recommends that the board adopt no standards for the use of pressurized aircraft that differ from those already in effect. While noting some instances where the use of such aircraft could be required, the study indicates that pressurization is basically "a passenger amenity rather than an operating necessity," and may not be feasible on many of the typically short commuter runs. The board's Bureau of Domestic Aviation compiled the study to aid the CAB in developing standards for essential air service for small communities.

The study also noted the following: Commuter fleets normally contain insufficient pressurized aircraft to provide air service to all eligible points as only 11 percent of the total commuter fleet is pressurized; lower schedule completion rates cannot be attributed to use of non-pressurized aircraft; pressurization adds to passenger comfort, but for short-haul, low-altitude flights, benefits are minimal; high passenger growth rates in commuter markets generally, and in markets where commuters have replaced certificated carriers in particular, provide evidence of a high degree of passenger acceptance—largely with nonpressurized aircraft; pressurized commuter aircraft cost nearly one-third more than comparable nonpressurized aircraft and may add significantly to plane-mile costs in many markets. Copies of the report are available from the CAB's Distribution Services Section, Washington, D.C. 20428.

Since Montana air travel does not consist entirely of "short-haul, low-altitude flights," some additional considerations must be weighed by the state's commercial aircraft operators and passengers.

Current Federal Aviation Administration regulations governing the operations of commuter airlines using non-pressurized aircraft require that supplemental oxygen be available to 10-30 percent of the passengers on flights at altitudes between 10,000 feet and 15,000 feet. Above 15,000 feet there must be an available oxygen supply for all passengers for the total duration of the flight at those altitudes.

For actual or potential commuter airline routes east of Billings or Great Falls, oxygen use is generally not necessary except when weather or traffic conditions necessitate higher flight altitudes. Minimum enroute altitudes in the eastern half of the state are relatively low—8400' from Great Falls to Lewistown, 5400' from Billings to Miles City, 5500' from Havre to Glasgow, etc.

Flying westward, however, higher minimums are encountered—up to 14,000' on the route from Great Falls to Kalispell; 13,000' on the northern route from Billings

*(Continued on next page.)*



### ***Aircraft Pressurization, Continued . . .***

to Helena; 13,000' between Helena and Butte; and 11,000' between Kalispell and Missoula.

The use of higher flight altitudes, particularly during times when icing and other adverse weather conditions exist, can substantially increase passenger comfort and flight safety. Because the pre-flight briefings passengers receive on large, pressurized commercial airliners lead them to believe that the use of oxygen is indicative of an emergency situation, however, operators of smaller, unpressurized commuter aircraft are naturally reluctant to ask their passengers to don face masks and use supplemental oxygen. Even though the use of oxygen should be considered a normal procedure during sustained flights at higher (above 15,000') altitudes, operators may cancel such flights rather than cause undue and unwarranted passenger concern and inconvenience. The use of pressurized aircraft, therefore, may contribute significantly to higher schedule completion rates and greater passenger acceptance on many western commuter routes.

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## ***The Census is Coming! The Census is Coming!***

Because accurate census information is important to each community in the nation, the Bureau of the Census has developed several voluntary programs through which local governments can join with the Census Bureau to support the 1980 census work. According to *1980 Census Update*, a publication of the Bureau, these include:

**Complete Count Committees** — During the 1970 census, the Bureau undertook, on an experimental basis, a cooperative project with the office of the Mayor of Detroit, Michigan, to involve community leaders in encouraging public cooperation with the census effort. The focus of the project was a public campaign to inform the citizenry of the confidentiality safeguards surrounding the personal census information and of the Federal funds that flowed to Detroit on the basis of the census figures. Local clergy, elected officials, minority group leaders, and persons from the business community formed a "Complete Count Committee" to promote the census through local radio, television, and newspapers. The project made a positive contribution to the conduct of the census in Detroit, and the idea was tested again in the 1978 Dress Rehearsal Census in Richmond, Virginia. Again, much of the success of the Richmond census was attributed to the efforts of the mayor and other community leaders who made up the Complete Count Committee, and in 1980 the Bureau plans to launch a program to encourage as many communities as possible to form such committees.

**Promoting the Census** — The goal of the Bureau's 1980 census promotion program is to reach the public with a series of convincing, timely, and meaningful messages asking citizens to cooperate with the 1980 census by completing the questionnaire and mailing it back or providing the information when visited by a census enumerator. However, despite the wide scope of the Bureau's promotional efforts, budget and staff limitations will not permit the Bureau to mount an intensive campaign designed expressly to meet the needs of each of the 39,000 local jurisdictions across the country. Officials and community leaders in many of these places may, therefore, wish to supplement the Bureau's program with their own efforts. To the extent of the Bureau's resources, it will try to provide requesting communities with more information about the elements of the Bureau's public information campaign to serve as a guide or model for the locally supported effort.

**Local Review** — This voluntary program is a cooperative effort between local officials and the Bureau of the Census and is designed to provide local officials with the opportunity to review preliminary population and housing counts from the census before the temporary census district offices are closed and the counts are finalized. All revenue sharing governments at the county level and below, approximately 39,000, have been invited to join this program. The program is being undertaken in the belief that the knowledge and expertise of local officials and their appointed liaisons regarding the location of housing and population in their localities will be of assistance in improving the accuracy of the 1980 census.

The payoff to the 1980 census for participating in the programs described above will be the resulting statistical data and the use of that information by all levels of government, community organizations, etc. To maximize that benefit the Bureau is planning a number of data products tailored to enhance the usefulness of the census results for local governments in particular.

The Bureau is now designing a new series of reports, tentatively entitled *Summary Characteristics for Governmental Units*, which will provide basic 1980 census population and housing statistics about each general-purpose local government (recipients of federal revenue sharing allocations). The tables being developed for these reports will encompass many statistics that will be useful to those communities in applying for a variety of Federal grant-in-aid programs. Current plans are to provide a copy of each jurisdiction's report, without charge, to the highest elected official in that area.

For incorporated places of 10,000 or more population, the Bureau is offering to tabulate and provide a broad set of statistical tables for officially recognized neighborhoods which meet certain technical guidelines. A full description of this program and preliminary

*(Continued on next page.)*



### ***The Census is Coming!, Continued . . .***

participation criteria have been transmitted to the highest elected officials and neighborhood leaders in these areas.

In the 1970 census, the statistics provided for the many small communities (areas with less than 2,500 population) were limited to the approximately 6 population and 10 housing items asked of every household in the community because the full array of census questions on income, education, journey to work, etc., were asked only of a 20-percent sample of households. However, to improve the statistical accuracy of per capita income measures needed for general revenue sharing allocation, the Census will ask these additional questions of a 50-percent sample of households in each governmental jurisdiction of less than 5,000 population in 1980. This change will permit the Bureau to produce an expanded and more statistically reliable array of social, economic, and housing data about these small communities.

For further information about the Census, please contact R. Thomas Dundas, Jr., Administrator, DCA's Research and Information Systems Division, (telephone) 449-2896, or the Director, Bureau of the Census, Washington, D.C. 20233.

## **Copies of Amended Subdivision Act Available**

The Community Development Division now has available for public distribution copies of the revised Montana Subdivision and Platting Act. Amendments made by the 1979 Legislature are included, and the Act is numbered in accord with the new Montana Code Annotated. Copies may be obtained from the Community Development Division, DCA, Capitol Station, Helena at a cost of \$.35 for single copies or \$1.00 for three.

## **Sprawl Study Cost Data Scored in Windsor Critique**

Cost savings for land and public facilities predicted for high-density development in "The Costs of Sprawl" are exaggerated because of methodological errors, and the study does not deserve the unquestioned acceptance it has received within the planning community. That's the conclusion of Rice University professor Duane Windsor in a critique published in a recent issue of the *Journal of the American Planning Association*.

The study, prepared by the Real Estate Research Corp. in 1974 for a group of Federal agencies led by the Council on Environmental Quality, "was intended to encourage higher densities" by showing "that the fiscal and environmental effects of residential development can be minimized through clustering." However, "the study fails to demonstrate these conclusions satisfactorily." Its main shortcoming, according to Windsor, is the failure to isolate density and planning from other factors which influence development costs and impacts,

such as dwelling unit floor area. "Reductions in costs and impacts are largely forced by hidden assumptions introduced by the comparison of typical suburban development patterns," Windsor argues.

The study assumes reduced living space and development standards, increased land dedication and substitution of private for public facilities as density rises. "At least some of the critical assumptions . . . appear to be dubious," Windsor says.

## **\$147.4 Million Allocated For Airport Development**

Airport Development Aid Program (ADAP) allocations totalling \$147,453,488 for 230 development projects across the nation were approved by the U.S. Department of Transportation during the third quarter of fiscal year 1979. (The third quarter of FY 1979 covers the period from April through June 30, 1979.) The allocations by DOT's Federal Aviation Administration were made for airport improvements in 50 states, American Samoa and Puerto Rico.

ADAP allocations are authorized by the Airport and Airway Development Act of 1970, as amended. An ADAP allocation is the first step leading to a federal grant for an airport project. Before the grant can be made, the airport sponsor must comply with all applicable federal requirements.

The following list indicates where the approved allocations are earmarked for Montana.

Location, Sponsor, and Name of Airport	Federal Funds	Proposed Work
Bozeman Gallatin Airport Authority Gallatin Field	\$137,885	Rehabilitate Runway 12/30 Lighting System
Butte Bert Mooney Airport Authority Bert Mooney	206,722	Land
Havre Havre and Hill County Havre City-County	67,600	Construct service roads.
Helena Helena and Lewis & Clark Co. Helena	272,048	Land for clear zone and approach.
Kalispell Flathead Co. Airport Authority Glacier Int'l	496,150 (Multi-Year: 238,455-FY79 & 257,695-FY80)	Construct apron; Install security fence.
Sidney City of Sidney & Richland Co. Sidney/Richland Municipal	60,800	Install medium intensity runway lights & wind cone
Stanford Judith Basin County Stanford	122,800	Rehabilitate runway, taxiway & apron; land for clear zone
White Sulphur Springs City of W. Sulphur Spgs. & Meagher County White Sulphur Springs	290,541	Clear zone ease- ments; construct, mark, and light runway, construct apron & taxiways install rotation beacon

# Local Government Financial Management Handbooks Available

The Department of Housing and Urban Development (HUD) has released three publications designed to assist small local governments, including school districts. These booklets are the by-products of HUD's Local Government Financial Management Capacity Sharing Program, which is a three-year project aimed at aiding local governments with their financial management practices. A description of each publication follows:

## *Energy Conservation and Management Guide for Small Municipalities and School Districts.*

This timely management guide is designed to aid local jurisdictions in the development of on-going energy conservation programs. The guide contains the forms and procedures needed to conduct audits of energy usage and on-site surveys of buildings, as well as energy use guidelines for winter and summer ventilating, electricity and plumbing. The final chapters of the publication contain a number of energy-saving ideas and procedures for monitoring and evaluating energy conservation measures. School districts which have utilized this guide report average energy savings of \$75 per month for each building in their respective districts.

## *A Purchasing Guide for Small Local Governments*

This purchasing guide is intended to provide some of the proven methods which have been successfully implemented by small governments. The publication contains a detailed checklist for evaluating an entity's existing purchasing methods. An appendix contains sample forms such as requisitions, purchase orders, bid tabulation sheets and a bid register. In assessing the impact of centralized purchasing and the use of a regional price list, the author notes that two small local governments were able to save 20% of their purchasing budget the first year.

## *Project Guide for Personnel System Development for Small Local Governments*

This publication is a "how-to" guide for individuals who provide technical assistance with personnel matters to relatively small, rural governments. Though only eight pages in length, the booklet outlines the specific steps to be taken to develop a personnel system, including needs assessment, area-wide wage survey, classification, policy development and implementation of the completed system. The plan costs an average of \$2,400 to develop and, in one town surveyed, the new personnel system headed off a police and fire strike.

Each of the three HUD publications has been assessed by an independent contractor and his assessment statement appears inside each booklet. The assessment covers such areas as the impact of the

subject matter on local service delivery, the cost of implementation, transferability, and the results of similar projects implemented elsewhere.

The Local Government Services Division has arranged with HUD to make a limited number of these publications available without charge to Montana local government officials. Newsletter readers who are interested in any of the HUD publications may obtain copies by writing to the Department of Community Affairs, Local Government Services Division, Capitol Station, Helena, Montana 59601.

# Four More Counties Released in Land Use Mapping Project

DCA's Community Development Division has just received maps of four more counties prepared through the Statewide Cooperative Land Use Mapping Program. The latest maps for Broadwater, Missoula, Pondera, and Powell Counties bring to ten the total of Montana counties available for public distribution. Previously published were maps for Cascade, Hill, Lewis and Clark, Mineral, Silver Bow, and Teton Counties.

The full-color maps show ten different categories of land use for each county: urban and built-up areas; mineral extraction areas; heavy industry and utility areas; rural and suburban tracts; irrigated cropland, hayland and pastureland; commercial forest and forestational areas; rangeland; commercial forest and forest cover areas. The scale of the maps is one-half inch to the mile.

Nine state and federal agencies and three corporations are working with DCA on the mapping project, including the Montana Departments of Fish, Wildlife and Parks, Health and Environmental Sciences, Highways, Natural Resources and Conservation, and State Lands; the U.S. Agriculture Stabilization and Conservation Service, Bureau of Indian Affairs, Bureau of Land Management, Forest Service and Soil Conservation Service; as well as Burlington Northern, Champion Timberlands, and St. Regis Paper Company. Map drafting is done by the Cartographic Bureau of the Department of Natural Resources. The maps are printed by the Soil Conservation Service at its cartographic facilities in Portland, Oregon.

Copies of the maps just published will be sent to the office of the appropriate county commissioners or county planning boards, and county offices of the U.S. Soil Conservation Service, for free distribution to the public. Maps of each of the counties previously published may be obtained without charge at these same offices in those six counties.

Copies of the published county maps and the map legend may also be ordered directly from DCA's Community Development Division by using the attached order form on the next page.



DCA Community Development Division  
Capitol Station  
Helena, MT 59601

In order to cover the costs of mailing please enclose \$1.00 for the first map and legend ordered and \$.25 for each additional map or legend included in the same order. (Make checks payable to Montana Department of Community Affairs.)

Name \_\_\_\_\_

Address \_\_\_\_\_

\_\_\_\_\_ Zip Code \_\_\_\_\_

No. Ordered

No. Ordered

\_\_\_\_\_ Broadwater  
\_\_\_\_\_ Cascade  
\_\_\_\_\_ Hill  
\_\_\_\_\_ Lewis & Clark  
\_\_\_\_\_ Mineral  
\_\_\_\_\_ Missoula

\_\_\_\_\_ Pondera  
\_\_\_\_\_ Powell  
\_\_\_\_\_ Silver Bow  
\_\_\_\_\_ Teton  
\_\_\_\_\_ Map Legend

\$ \_\_\_\_\_ Total Enclosed.

## Publications of Interest

*Text of a Model Zoning Ordinance with Commentary* by Fred H. Bair, Jr., and Ernest R. Bartley, first published in 1958 and now in its third edition, is the most useful book a community can purchase if it is developing a new or revised zoning ordinance. The book is based on the Standard State Zoning Enabling Act, as is Montana's zoning statute. The commentary presents the rationale for each regulation and important legal history. The particular value of the model is its clarity of language and sense of humor. It's easy reading! Copies may be obtained from the American Planning Association, 1313 East Sixtieth Street, Chicago, Illinois 69637. Cost: \$5.00

★ ★ ★ ★ ★

*Issuing Municipal Bonds: A Primer for Local Officials*, a recent bulletin published by the U.S. Department of Agriculture, offers mayors and local officials a guide to understanding the bond process. The basic steps in the process are covered: designing the offering, preparing official documents, and marketing the issue. Also included are an excellent glossary and bibliography. The booklet is available free of charge from the Department of Agricultural and Applied Economics, 231 Classroom Office Building, 1994 Buford Avenue, University of Minnesota, St. Paul, Minnesota 55108, Attention: Thomas F. Stinson. The Community Development Division has a small supply for distribution. Contact Ann Mulrone, 449-3757.

3200 copies of this public document were published at an estimated cost of 25.75¢ per copy, for a total cost of \$824.00, which included \$448.00 for printing by Creative Press of Helena, \$144.00 for assembly, labeling and sorting by the Helena Rehabilitation Industries, and \$232.00 for postage.

The **Montana Community News** is published each month by the Montana Department of Community Affairs. Subscriptions are free; to get on our mailing list, write to **Montana Community News**, Department of Community Affairs, Capitol Station, Helena, MT 59601 or call (406) 449-3494

We welcome responses to articles, reader letters and article suggestions. Permission to reprint material from MCN is hereby granted.

**Montana Community News** is financed in part by a grant from the U.S. Department of Housing and Urban Development under provisions of Section 701 of the Housing Act of 1954, as amended.

**Department of Community Affairs  
Director**

Harold A. Fryslie ..... 449-3494

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